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**STAFF STUDY**

**SUBJECT: Area Training**

**1. PROBLEM**

The problem confronting the Office of Training with respect to geographic area training for CIA staff personnel appears to be two-fold: first, to identify our area training objectives, and second, to determine how we can most efficiently and economically attain these training objectives.

**2. ASSUMPTIONS**

a. While CIA already has established general policies with respect to both area and language training (see paragraph 3., below), it is assumed that CIA will take cognizance of the continuing strong pressures from the Executive Branch (through the NSC and OCE) and the Congress to improve the general level of performance and personal effectiveness of U. S. official personnel overseas. In this connection, reference is made to:

(1) "United States Personnel Overseas," dated July, 1959, a report of the OCE, including a statement of national policy and a Presidential letter, and

(2) Report No. 880, Calendar No. 907, The Senate, 86th Congress, 1st Session, subject: "Foreign Service Act Amendments of 1959." This report states that chiefs of mission and Foreign Service officers "shall have to the maximum practical extent a knowledge of the language, culture, history, and institutions of the countries in which they are to serve." This report endorses also the development of area specialization as well as functional specialization up to certain levels of career advancement. It calls for the establishment and implementation of foreign language standards and foreign language training for the Foreign Service.

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b. It is assumed that within CIA our primary concern with respect to area training will be the preparation of Clandestine Services and other personnel for overseas assignments, but that attention must be given also to area training for intelligence analysts and other Headquarters personnel.

### 3. FACTS BEARING ON THE PROBLEM

a. As noted above, CIA and the Clandestine Services have long recognized the importance and need for orientation, indoctrination, and training for overseas service. Specifically:



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(2) In practice, DD/I and DD/S components personnel also have received area training which they apparently deemed appropriate to individual career development or enabling more effective job accomplishment.

(3) In a memorandum addressed to the Deputy Directors and the Inspector General, CIA, dated 29 July 1959 (ER #11-6557), the Executive Officer, CIA, requested them to take appropriate steps to ensure compliance with the spirit and intent of new paragraph 54 of NSC 5906, "Basic National Security Policy," as adopted on 16 July 1959. The new paragraph states, in part: "The acceptance by the people and governments of foreign countries of the presence on their soil of official U. S. personnel directly affects our capability to achieve our national security objectives. To this end, programs should be developed and improved to encourage and strengthen the natural inclination of the individual American to be a good representative of his country...."

b. The Language and Area School (LAS) of the Office of Training (OTR) is charged with the major responsibility for providing the area training deemed necessary to achieve our purpose. The LAS currently offers four rather basic types of area orientation and/or training:

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(1) The Americans Abroad Orientation (AAO) series, providing varying coverage of seven-to-seventeen hours length, to meet the orientation needs of specified countries

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are continuously covered, however, but the courses are scheduled in response to estimated (by LAS) demand--which on occasion fails to materialize. Attendance is not universally mandatory. Dependents may attend and do.

(2) The Country Studies, lectures-and-discussion courses, on a part-time basis, of varying duration, covering many aspects of individual countries, such as the USSR,

[redacted] These survey courses, too, are developed in response to estimated demand, with varying and uncertain response. (DD/I, however, has been able to provide realistic, long-range guidances as to its area training interests and projected training needs in terms of numbers of persons to be trained over a given period.)

(3) The Regional Studies, part-time training of a broader and perhaps more "senior" nature than the basic country survey and emphasizing, in a comparative approach, specific subject problems within a geographic area, such as Asia-Economic Problems, Free Europe - Survey of Strategic Problems, the Soviet Bloc, etc. Development of these surveys, too, appears to stem from direct, personal liaison between LAS and the functional area branches and divisions.

(4) Senior Area Seminars, set up infrequently on an ad hoc basis, to review contemporary or current area problems, such as Free Europe - Intelligence Problems.

In addition, integrated area-language instruction has been offered for [redacted] the USSR. As a general rule, too, an effort is made to make use of "area" or indigenous materials in all language instruction conducted within OTR.

c. In response to a requirement laid upon OTR by COPS of the Clandestine Services, the LAS has developed a new, two-week course entitled, Introduction to Overseas Effectiveness (see Tab A).

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While not a specific-area training course, it provides a new general approach to identifying, analyzing, and resolving problems of communications, mutual understanding, and effective working relationships with foreign peoples overseas. Working with these new professional or technical "tools," it also offers to the trainee an opportunity to examine the person-to-person problems of the area to which he is assigned. Unfortunately, despite the stated requirement for this course, no students were forthcoming for its first, scheduled running, although it had received adequate advance notice and a last-minute endorsement by the DD/P Training Officer. This course can be offered again, provided OTR receives firm assurances from the Clandestine Services of a sufficient number of trainees who can profit from the instruction. It has been suggested that Junior Officer Trainees (JOT's) destined for overseas DD/P assignments would especially gain from this instruction.

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d. Not all OTR area instruction has been done by the LAS. Supplementing LAS courses touching on the USSR, the School of International Communism (SIC) has conducted area training on the USSR in conjunction with its regular courses, and can, if required, provide similar area instruction in other countries within the Sino-Soviet Bloc. [redacted] CIA Briefing Officer, conducts the CIA Dependents Briefing, which, while not an area course, is a significant (but not adequately attended) part of our overseas orientation program. Other IS courses, such as the Operations Support Course and a new ops support course being developed to train wives of staff personnel for overseas employment, also include valuable and very pertinent orientation for overseas assignment. The "American Heritage" block of instruction in the Intelligence Orientation phase of the integrated JOT orientation program also pertains to preparation for overseas service even though it is not area training per se. It serves to remind the individual employee of the relevance of American events, traditions, customs, etc. to his own and his country's relationships abroad. In both the IS and the Operations School, OTR, area situations and backgrounds are worked into the training programs in case histories, case studies, practical work, problems, and exercises. The chiefs of these schools believe that the introduction of even more area material is feasible and practical in terms of actual area information as such and of the vital importance of area knowledge in general.

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e. In connection with the foregoing remarks, it seems appropriate to note here that L&E has attempted to maintain a capability to meet the area training needs of all comers, to estimate needs and to develop specific courses, to answer them. It has, in the absence of requirements generated by the "customer," gone so far as to devise programs which it believes would prove useful and attractive to the "customer." For example, a sort of pilot model for a long-range area specialization program was proposed informally to the Far East Division of DD/P. This was designed to meet ~~possible~~ broad, basic requirements as well as the ultimate, very specialized needs of a few. It must be stated that this was not a frivolous, make-work type of effort by LAS, but a genuine attempt to resolve the problem of objectives and requirements! An informal survey of DD/I and selected DD/P components reflects a "scattered" response and reaction to the area training presented to date. Individual components differ, reflecting their job specialization, but DD/I in general, has welcomed the area courses--the regional and area studies in particular--as a means of broadening or rounding out the general knowledge of area or subject specialists. O&R especially seems to exploit the area studies. Within the several DD/P divisions contacted, there was general acceptance of the AAC series of courses as being the most desirable. The regional area studies were rated ahead of country studies, but it seemed to be the consensus that "if you have to cut, cut these two..." Again generally speaking, adverse criticism was received in isolated cases only. The instruction was rated as generally good, and in some cases the students, supervisors, or training officers were quite enthusiastic and complimentary. However, attendance at area training has not been consistent. It is permissive rather than required, with a few exceptions, and depends on localized, branch-level decision. In sum, for other than the AAC, area training has been treated as a nice but not really necessary luxury.

f. As noted above, branches and divisions vary widely in their interest in and attitudes toward area training. Within DD/P, some branches and desks go so far as to build up their own small libraries for required reading or for convenience of their staffs. At least one endeavors to check up on the required reading through conferences or tests. Some make an effort to earmark selected field-originated CS reports or other studies for area orientation and on-the-job training within their branches. All note that when training or processing time is limited, and it usually is, area training is the first to suffer, although some branches believe

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that for experienced personnel rotating to a new area, area training is more important than specific operational briefing. Language study also is given the nod over area study.

g. A survey recently completed by the OTR Registrar reveals that a very considerable capability for all kinds of area training exists outside OTR in the Washington area in other Government agencies and in colleges and universities. Still other training is available at such institutions as Columbia, Cornell, Yale, Stanford, Michigan, etc., as well as overseas. Not only are courses available which might answer short-term, individual needs, but also would enable intensive study and specialization by selected personnel. It must be borne in mind that these are not designed to meet the rather specialized needs of CIA, either of DD/P or DD/I, and therefore are not necessarily substitutes for LAS courses.

h. The whole gamut of language and area training is a LAS responsibility, although the Registrar actually handles arrangements for all external (non-CIA) training. The "full-time" area staff consists of two officers (instructors--intelligence) and one secretary. These not only prepare and conduct courses but handle much of the attendant administration. Their efforts are augmented by two full-time contract employees (area specialists or anthropologists, etc.), part-time assistance from the language faculty, and one or two persons on short-term loan (up to six months) from other parts of the Agency. LAS must, therefore, rely extensively on guest speakers and seminar assistants to fill out its instructor or lecturer requirements. As remarked in paragraph 3, e., above, the LAS staff officers report that one of their major problems has been to ascertain precise, long-range (in terms of lead time) area training requirements and objectives. A second problem has been the variety of types of jobs and levels of personal background and experience represented by the students in nearly any given class.

#### 4. DISCUSSION

For the sake of this discussion, our primary concern is the overseas employee, but we do not mean to discount or minimize the needs of the Headquarters employee. Our Agency is concerned with foreign areas and peoples.

a. Although the LAS has indeed experienced difficulties in ascertaining very precise area training objectives and requirements, it has nevertheless been working against at least two limited, general objectives, namely:

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(1) to facilitate personal adjustment by an employee (and his dependents) to life and service overseas, and

(2) to develop on the part of the employee an understanding of an area and to enable him to appreciate and analyze its problems.

These seem to be pretty valid. To them might well be added a third: to enable the employee to carry out more efficiently and effectively his overseas or headquarters operational or intelligence mission and tasks. (This is the primary objective of the introduction to Overseas Effectiveness course--see 4, g., below.) Lacking a more precise definition of the target than is understood to be generally available, it is hard to see how any instructor can devise a course of training tailored more closely to size. Indeed, bearing in mind the wide diversity of areas, special professional interests, and of students, it is remarkable that LAS has done as well as it has in satisfying its customers.

b. But is this enough? To say that we have satisfied most of those who have availed themselves of the area training offered does not necessarily mean that all those who need area training or orientation have in fact received it, nor does it mean that the training given is what is really needed most. Some of it is a luxury, since some of this same information could have been acquired by guided reading. Attendance of area training is said to be at the whim of the area division or branch, and their standards vary. Attendance of formal area training suffers a low priority (it is not mandatory, in practice, in most cases) in comparison to other training. In the absence of specific directives the area faculty have had in many instances to dream up courses and hope that these would prove to be what was wanted or be found useful and interesting.

c. By direction of higher authority it has been established that a minimum general objective applying to all personnel going overseas in behalf of CIA or any other agency is that they all be adequately oriented and indoctrinated so as to be good representatives of America abroad and to be able to adapt themselves quickly to overseas living and service. In other words, LAS' first objective, as cited in paragraph 4, a. (1) above--personal adjustment--seems valid. In addition to the valuable material presented in other courses,

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such as Operations Support, Operations Course, Dependents Briefing, the proposed basic ops support course for wives, The American Heritage thesis, etc., the Americans Abroad Orientation series, covering either countries or areas, appears to hit this mark, providing attendance is mandatory for all those who are going to the country or area for the first time. Although other suggestions might be made as to course content, the AAC is the ideal opportunity to review the general U. S. objective with respect to American conduct and performance overseas, special adjustments problems of the area in question, and of essential, key information about the area, its people, culture, history, institutions, and contemporary problems.

d. Personal aptitudes and capacities for "home study" vary greatly, and it is accepted that many intelligent readers may have difficulty in relating what they are reading to their job assignments without the guidance or follow-through available in the lecture hall or seminar. Nevertheless, it seems reasonable to assume that a great deal of useful and essential area knowledge and understanding can be acquired by reading, either on the job or after hours or in conjunction with area and other instruction. There is a wealth of overt area material available in the bookstores, in the several CIA OOR libraries, in division (branch) desk bookshelves, and in the public libraries, as well as in newspapers and periodicals. Those with appropriate clearance and need to know can gain access to classified, contemporary or basic area intelligence material. Although the work involved is quite considerable, it is the consensus that any reading program would be enhanced by having available general and specialized (subject) bibliographies, reading and conference discussion guides, and suggested written or oral tests to support required reading projects administered by a branch or desk. It must be realized, on the other hand, that no reading course can entirely provide the interpretive treatment and group discussion possible in classroom training under a competent instructor.

e. For those individual employees whose area or area/subject training needs cannot be met by the AAC Course, reading or on-the-job learning, it would seem that one practical solution lies in taking advantage of the many area study courses available in local institutions.

f. Assuming that bulk of useful area orientation and training can be gained through the AAC, guided reading, and external facilities, we should be well advised not to continue to offer the country and regional study courses lacking as we do any firm, written requirement for this type of training. However, special consideration ought

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be prepared to offer occasional ad hoc, one day (or less) lecture-seminars or movie-seminars, etc. on an area subject of unusual current operational or intelligence interest, capitalizing on the availability of an expert, observer, or especially well-informed person.

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g. The Introduction to Overseas Effectiveness course appears to have an excellent potential. If the trainee examines his subject in terms of his own area, and probable job assignment it can be especially meaningful to him. It seems to be especially but not uniquely applicable to the JCI graduate of the Operations Course who has received his overseas assignment and would be of utmost value if taken in conjunction with language training.

h. The utility of infiltrating area material into other courses seems self-evident and new opportunities to do so ought to be explored. For example, the new, revised [redacted] Course offers an opportunity for target analysis, which could involve pretty intensive examination of any country or area. Similarly, while we have already attempted integrated area-language courses for a few countries, all language courses at the intermediate level and above would be improved with the introduction of area background study in English as well as indigenous, foreign language materials.

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i. A further thought has been introduced or revived with respect to the Introduction to Overseas Effectiveness course, and to the regional studies and seminars. Much work might be involved, but it seems reasonable to assume that the specific problems raised and discussed may include many of current, broad interest. In such cases, recorded, collated findings or reports based on these studies or discussions could receive appropriate dissemination as Operational Aids, as additions to required reading lists, as texts, etc. Area analyses developed in the ICE Course would make a notably useful (to case officers) supplement to the OCI handbooks.

j. With respect to the area training faculty or "cadre," it seems essential that in addition to their other personal attributes and qualifications they should have had recent (within two or three years) overseas operational or intelligence experience, with a rotation policy to make this possible. This policy should have as one of its objectives the development of SI careerists with overseas

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experience to spark and direct our area training and orientation. During their absence they should be replaced by qualified officers from DD/P and possibly DD/I.

## 5. CONCLUSIONS

a. CIA and its major components have exhibited considerable interest and concern in the problems of area training and we have adequate, ~~general~~ policy guidance; however, we need to re-examine our regulations and procedures with a view to tightening them up so as to ensure full accomplishment of their intent.

b. The LAS has made a commendable effort to come up with area training programs and capabilities geared to current and anticipated requirements. It has sought to serve the needs of DD/I and DD/S as well as of the Clandestine Services, and generally speaking, has accomplished the objectives it has set for itself.

c. Useful courses have been devised but need continually to be improved so as to more exactly meet stated needs. Attendance of courses needs more direction and control, and more use can be made of external facilities if the training is required. More use can be made of existing internal resources, such as the CIA libraries.

d. Increased use of area studies and material can be made in other courses.

e. Area faculty members should enjoy a planned rotation overseas, and personnel who have served overseas should be rotated to conduct area lectures in LAS.

## 6. RECOMMENDATIONS

It is recommended that:

a. OTR (PPS) cooperate and coordinate with the Clandestine Services in reviewing and revising:

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b. The following general area training objectives be accepted:

(1) to facilitate personal adjustment by an employee (and his dependents) to life and service with CIA overseas;

(2) to develop on the part of an employee a general understanding of an area and to enable him to appreciate its problems; and

(3) to enable an employee to carry out most effectively and efficiently his specific area assignments, whether overseas or at headquarters.

c. If consistent with Agency policy, accept a fourth objective: to enable selected employees to become qualified area specialists in their peculiar spheres of professional career assignments by appropriate external training;

d. the Americans Abroad Orientation series continue to be developed so as to encompass all overseas stations and bases, with attendance recommended for all staff and contract personnel going to the country (area) for the first time; and that adult dependents also be strongly urged to attend the same courses; initially, priority attention be given by the area faculty to the special needs (for AAO and background reading) of the people concerned with

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e. bibliographies be developed in conjunction with the area units covering all major countries and all geographic areas, including lists of publications of general interest as well as economic and political/military listings; that (in response to requests) discussion and reading guides and oral and written tests be devised to support required reading projects;

f. the country and area studies and seminars be suspended and conducted only in response to specific requirements, subject to current capabilities of LAS and sufficient registrants;

g. the Introduction to Overseas Effectiveness course be run for a "selected audience" and if found to be valuable after suitable evaluation in overseas operations, that consideration be given to making it mandatory for JOT's and other DD/P case officers going overseas;

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**h. as appropriate, the area faculty familiarize itself with the content of other OIR (operations and intelligence) courses and suggest suitable incorporation of area and "Overseas Effectiveness" materials;**

**i. senior seminars be continued (two or three/year only) for group discussion of current area problems;**

**j. the production of the area faculty beyond the instruction permitted above be reoriented to research and preparation for current and future needs and aimed at producing**

- (1) material required for the AAO series;**
- (2) material required for the ICE course;**
- (3) country-by-country supplements to the ICE;**
- (4) support for the guided reading or self-study programs;**
- (5) material, as suitable, for integration of area and ICE materials into other training courses.**